

The Missouri Department of Public Safety, Office of the Director
Missouri Comprehensive Three-Year Plan
Fiscal Years –2021-2023

34 USC § 11133 (a) (1-6)

(1-2) By Missouri Executive Order 81-9, the Missouri Department of Public Safety (DPS) is the designated state agency responsible for administering the Title II funding made available by OJJDP and the Juvenile Justice and Delinquency Prevention Act, including supervision, preparation and administration of this plan. (3) Our State Advisory Group (SAG), called the Juvenile Justice Advisory Group (JJAG), includes members meeting the requirements in 34 USC § 11133 (a)(3). (See the attached JJAG Roster for additional information.) They actively participate in the development and review of the Comprehensive Strategic 3-Year plan. The DPS staff then prepares the plan for JJAG review at their regularly scheduled meetings. Members provide feedback and make recommendations for final submission. Members of the JJAG, due to their expertise, also review applications for funding and provide input. Members also assist and advise DPS staff in obtaining, reviewing and analyzing data as well as providing a review of content for the biennial Report to the Governor. The JJAG affirms that contact and regular input is sought from juveniles currently under the jurisdiction of the JJ system. (4) The JJAG values the collaborative relationships with a multitude of non-justice system agencies and other stakeholders that have a vested interest in developing, enhancing and maintaining Missouri's juvenile justice efforts. Complete descriptions and functions of those collaborative partners can be found in Appendix A: Juvenile Justice Stakeholders and Partners. Activities include participation in regular inter-agency meetings designed to share information, network and identify opportunities to enhance or expand juvenile justice work and explore innovative ideas to prevent duplication of services and leverage funds among parties; (5) Missouri provides that at least 66 and 2/3 per centum of funds received by the State under [section 11132 of this title](#) reduced by the percentage (if any) specified by the State

under the authority of paragraph (25) and excluding funds made available to the State advisory group under [section 11132\(d\) of this title](#), shall be expended - through programs of units of local government or combinations thereof, to the extent such programs are consistent with the State plan; through programs of local private agencies, to the extent such programs are consistent with the State plan, except that direct funding of any local private agency by a State shall be permitted only if such agency requests such funding after it has applied for and been denied funding by any unit of local government or combination thereof; (6) Missouri provides for an equitable distribution of the assistance received under section 11132 of this title within the State, including in rural areas.

34 USC § 11133 (a)(7)(A)

PROPOSAL NARRATIVE

Description of the Issue

a. Analysis of juvenile delinquency problems (youth crime) and needs:

For Missouri, Juvenile Justice and Delinquency Preventions (JJDP) funding supports projects at both the state and local levels. These funds also support the Juvenile Justice Protections Unit (JJ Unit) of the Missouri DPS. Unlike most other states, Missouri does not have a division or department for the oversight of the juvenile justice system. Juvenile Offices are autonomous in the State of Missouri. While they must follow state laws, and rules and regulations (including the recent Juvenile Officer Performance Standards) adopted by the Missouri Supreme Court, each Circuit Court operates independently. The JJ Protections Unit within the DPS, in conjunction with the gubernatorial appointed JJAG, has been a primary source of coordination for the JJ system in Missouri since the inception of the JJDP Act of 1974.

The JJ Protections Unit, the JJAG, and DPS administration work closely with the Department of Social Services (DSS), the Division of Youth Services (DYS), Office of State Court Administrator (OSCA), the Department of Mental Health (DMH), the Department of Elementary

and Secondary Education (DESE), the Missouri Juvenile Justice Association (MJJA), law enforcement, local detention facilities, local nonprofit organizations, and other state and local agencies to address the needs of the JJ system in Missouri. See a detailed explanation in Appendix A: Juvenile Justice Stakeholders and Partners. The JJAG relies heavily on input from all of these agencies in developing a three-year plan for the JJDP funding for Missouri.

In 2009, the State of Missouri embarked on improving our juvenile justice system. Our juvenile detention population was high, services specific to meeting the needs of girls were largely non-existent, a large percentage of youth under supervision were being committed to DYS, there was substantial disproportionate minority contact across the state, and data was not being used to the fullest to drive our processes.

A note on the data, Missouri has considerable data available through its Juvenile Information System¹ (MOJIS) to inform decision-making. Referrals to the juvenile court, whether from law enforcement, social services, schools, parents, or other agencies, are available in MOJIS. Collecting data in this way allows for accurate recording and statistical analysis of a juvenile's process through the State's court system². Where the state fell short was using and sharing that data between agencies. To that end, stakeholders formed partnerships – long-term successful partnerships – that include the OSCA, the MJJA, local juvenile professionals, mental health professionals, and youth serving agencies such as DYS. With the available data, we have been able to track successes and identify further needs for system improvements.

Initially, the state's focus was creating alternatives to detention, delinquency prevention, increasing gender specific services for girls, and developing local-level coalitions to review data

¹ It is important to note that the data from this system shows separately disposed court referrals, not individual children. Also, Missouri does not collect data regarding offenses specifically committed by gangs in either the juvenile or the adult system.

² Please note each Circuit Court's juvenile office handles both child abuse/neglect and delinquency matters. Juvenile Officers have full access to a youth's history when making treatment decisions.

and initiate strategies to diminish the disproportional number of minority youth who have contact with the JJ system. With the assistance of the Annie E. Casey Foundation, Missouri implemented the Juvenile Detention Alternative Initiative (JDAI) as part of our Alternatives to Detention strategy. In addition, Title II funded local programs for Delinquency Prevention, the establishment of local R/ED coalitions, the collection and statistical analysis of R/ED data, and the implementation of gender specific services for girls. Programs supported by Title II have shown remarkable long-term successes for most of the system areas we sought to improve. (See Appendix B: Data Source Information.) Referral rates, juvenile detention rates, and DYS commitments (among other metrics) have continued a downward trend. Additionally, we have reached benchmarks; gained knowledge, including through research on brain science; and developed strategies incorporating lessons learned to the benefit of youth. Resulting from the reductions in the number of system-involved youth, Missouri has defunded six (6) juvenile detention centers and closed eight (8) juvenile correctional facilities.

Moving forward, the State looks to continue funding the existing program areas as we expect further improvements. To continue this work we propose the following:

- **Priority 1: Monitoring for Compliance. Program Area (W)**

- Upholding the rights of our youth is paramount. To ensure continued compliance with the JJDP Act, including recent changes relating to the JJRA “Interest of Justice” and Court Holding Facility requirements, Compliance Monitoring must be included as a purpose area within our plan.
- For additional information about Missouri’s Plan for Compliance with the first Three Core Requirements of the JJDP Act, see the separate document submitted via the Compliance Monitoring tool at <https://www.ojjdpcompliance.org>.

- **Priority 2: Racial and Ethnic Disparities**

- Missouri continues our efforts to ensure Missouri youth are treated fairly by increasing knowledge of R/ED by law enforcement, juvenile offices, court personnel, school administrators, and communities. We do this through evidence-based, best practice strategies, and policies to eliminate racial and ethnic disparities within Missouri's juvenile justice system.
- In October 2009, the Missouri DPS and the JJAG applied Title II funding to a renewed statewide DMC initiative. A statewide Coordinator was added to the staff of the MJJA and a part-time Data Analyst was added at the OSCA. Our combined efforts brought disparate treatment to the forefront of system improvements. They continue to work collaboratively with the DPS, the JJAG, and the statewide JDAI Replication team.
- Reducing R/ED outcomes has been slow, but we have seen improvements. We will continue to address R/ED within our existing sites, and plan to continue expansion efforts into additional communities where data shows disparities.
- For more detailed information see Missouri's Plan to reduce Racial and Ethnic Disparities that was submitted via the Compliance and Monitoring tool at <https://www.ojjdpcompliance.org>.
- **Priority 3: The promotion and development of programs that address the unique needs of girls in or at risk of entering the juvenile justice system, including pregnant girls, young mothers, survivors of commercial sexual exploitation or domestic child sex trafficking, girls with disabilities, and girls of color, including those in underserved areas. Program Area (V)**
 - The DPS and the JJAG will continue utilizing Title II funding for gender specific services. The progress made thus far has been noteworthy in that it has brought gender specific treatment into mainstream practice. While there has been a declining number of female youth within the juvenile justice field, there is still a need to grow services necessary to successfully

treat and support trafficking survivors, pregnant youth, and non-binary and transgender youth.

It is critical for the state continue to provide funding in this area to further Missouri's mission to expand these specialized services.

- **Priority 4: Comprehensive Juvenile Justice and Delinquency Prevention Programs.**

- Program Area (C)**

- The DPS and the JJAG seek to increase the number of programs for at-risk youth. By addressing the needs of at-risk youth early, we can prevent further involvement in the JJ system. We plan to continue supporting comprehensive, data driven juvenile justice and delinquency prevention programs in Missouri with a focus on rural and/or underserved areas.
 - Programs receiving Title II funds under this priority area will be those utilizing best practices to fill treatment gaps identified within a community. Examples of programs for consideration are those that include individual and/or family counseling, access to mental health services, mentoring, after-school programming, etc.

- **Priority 5: Community-based Alternatives. Program Area (A)**

- Missouri has made significant reductions in the overall number of juveniles placed in juvenile detention and correctional facilities. In the last ten years, six juvenile detention centers have been defunded and eight juvenile correctional facilities have closed. (Lessened need coupled with budgetary necessity has resulted in right sizing within the system.) However, there are still youth held pre-disposition who could be returned to a community placement if sufficient alternatives existed to support them and their families. As studies point out, these children, and our communities, are likely to fare far better in the long term through strategies other than detention.
 - We remain committed to funding community-based alternatives to incarceration and institutionalization and maintaining, with fidelity, the JDAI model. JDAI remains core to our

statewide efforts and we continue to see benefits in maintaining these strategies in Missouri.

All JDAI sites, whether currently receiving Title II Formula funds or not, continue to move towards the goals and objectives in line with this plan.

- In addition to reducing the number of low risk youth placed in detention facilities, data indicates JDAI alleviates, to some extent, the disproportionate number of youth of color admitted to detention. JDAI also provides an avenue for developing programs for, and/or alleviate problems found in, the female JJ system population.

- **Priority 6: Addressing Mental Health Needs of Youth in Custody. Program Area (T)**

- In addition to the program areas above, there is also a need (and opportunity) to offer services that benefit youth and ensure Title II funds are equitably distributed across both rural and urban areas. Much of Missouri’s 69,707 square miles are rural and lacking in services, particularly mental health services. To meet this need, we are now including the program area of “Addressing Mental Health Needs of Youth in Custody.”

b. Goals and Objectives

Priority 1: Monitoring for Compliance. Program Area (W)	
Program Goals	To maintain compliance with the core requirements and sustain eligibility to receive full federal formula grant funding
Program Objectives	<ul style="list-style-type: none">● To ensure that Missouri continues to comply with all JJDP Act core requirements and federal administrative requirements, to maintain an effective system of compliance, and to provide training and technical assistance for law enforcement, the courts, and stakeholders to ensure Missouri makes every effort to remain below OJJDP’s Compliance Standards for DSO, Separation, and Jail Removal.● Continue the development of resources necessary to assist stakeholders with ensuring protections of juvenile rights. Resources are available on the Missouri Compliance Monitor’s webpage.

The compliance monitor continues to ensure compliance with the Core Requirements while assisting facilities and institutions with technical assistance regarding the requirements of the JJDP Act and JJRA. Examples of technical assistance resources can be found on the Missouri

[Compliance Monitor’s webpage](#). The recent changes brought about by the JJRA, especially with regard to Jail Removal/“Interest of Justice” requirements and revised Court Holding Facility requirements, present new challenges in maintaining compliance. As such, continued funding for this position is critical.

For additional detailed information, see Missouri’s Compliance Monitoring Plan submitted annually via the Compliance and Monitoring tool at <https://www.ojjdpcompliance.org>.

Priority 2: Racial and Ethnic Disparities	
Program Goal	To end disparate treatment of youth of color within Missouri’s juvenile justice system.
Program Objectives	<ul style="list-style-type: none"> • To identify and implement proven, evidence based programs within the state of Missouri to reduce the disparate R/ED percentage rates; • Continue data collection and statistical analysis to identify progress and areas of improvement as part of our data driven approach; • Continue the education of those in the juvenile justice field about R/ED, and • Provide strategies to reduce R/ED to stakeholders without compromising public safety.

Although great strides have been made by our Title II supported efforts, R/ED continues to exist in Missouri. This remains of great concern and we will continue to seek methods to produce reductions in disparity percentages. For additional detailed information, see Missouri’s Plan to reduce Racial and Ethnic Disparities submitted via the Compliance Monitoring tool at <https://www.ojjdpcompliance.org>.

Priority 3: The promotion and development of programs that address the unique needs of girls in or at risk of entering the juvenile justice system, including pregnant girls, young mothers, survivors of commercial sexual exploitation or domestic child sex trafficking, girls with disabilities, and girls of color, including those in underserved areas. Program Area (V)	
Program Goal	Continue to grow services necessary to successfully treat and support adolescent female, non-binary, and trans individuals.
Program Objectives	<ul style="list-style-type: none"> • Identify and train juvenile detention center staff and service providers in proven, evidence-based programs within the state of Missouri to increase the number of gender-specific services available to adolescent female, non-binary, and trans population in the Missouri JJ system. • Further develop resources and assist service providers in supporting the needs of pregnant girls, young mothers, survivors of commercial

	sexual exploitation or domestic child sex trafficking, girls with disabilities, and girls of color.
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The Missouri JJAG considers Title II funding for gender specific services an important mechanism for increasing the availability of appropriate, effective, and adequate services and programs for female, non-binary, and trans youth who are currently involved in the juvenile justice system. It is critical for the state to continue to support agencies and service providers that expand and enhance gender-response services.

Priority 4: Comprehensive Juvenile Justice and Delinquency Prevention Programs. Program Area (C)	
Program Goals	<ul style="list-style-type: none"> • To increase the number of programs available to serve at-risk youth - especially those in rural and/or underserved areas. • To reduce the number of youth entering the juvenile justice system and to increase the number of youth successfully exiting the juvenile justice system.
Program Objectives	<ul style="list-style-type: none"> • Support programs serving at-risk youth, especially status offenders, within their home communities. • Metrics for success may include the number of programs created, number of programs with expanded capacity, number of youth served and the number of youth successfully completing each program. • Collect client exit data for continuous quality improvement

Comprehensive Juvenile Justice and Delinquency Prevention is included with our strategic plan to ensure these type of programs, along with R/ED, Community-based Alternatives, Gender-Specific Services, and Mental Health Services are available to youth - regardless of their level of system involvement or geographic location. The goal is to reduce the number of youth entering the system and to increase the number of youth successfully exiting the system without deep-end involvement. Programs receiving this funding will be selected with consideration for those supported by best practices.

Priority 5: Community-based Alternatives. Program Area (A)	
Program Goals	To reduce the reliance on juvenile detention by supporting community-based alternatives that meet the needs of youth and their family while protecting the community.

Program Objectives	<ul style="list-style-type: none"> • To further reduce the number of youth, especially status and low-level offenders, placed into detention; • To reduce the average length of stay for pre-disposition youth; • To continue to support model programs and evidence-based strategies that fit into the JDAI
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Youth referrals continue trending downward. (See attached “Data Source Information” file.)

To further this progress, the JJAG and the DPS support the continued support for, and expansion of, detention alternatives – including model programs and evidence-based strategies that fit into Missouri’s JDAI continuum of services. We look forward to providing continued Title II support for these initiatives.

Part of this goal is to provide youth the opportunity to remain in the home with family to receive services, attend school and/or work, and attend other pro-social activities while simultaneously protecting the community. The other part of the goal is to reduce the average length of stay (ALOS) for pre-dispositional youth when circumstances and risk factors can be mitigated so that it is safe to return them to their communities. While fewer youth have been placed in juvenile detention, the ALOS has increased. With the reductions in the number of lower risk youth being placed in detention, the ALOS raises for the higher risk youth in detention. Even so, with appropriate services and supports in place, we believe it is possible for reductions in ALOS³.

Priority 6: Addressing Mental Health Needs of Youth in Custody. Program Area (T)	
Program Goals	Providing financial support to assist agencies in the delivery of beneficial mental health services to youth and ensure Title II funds are equitably distributed across both rural and urban areas.
Program Objectives	<ul style="list-style-type: none"> • Support mental health services/programs for system-involved youth, ideally within close proximity of their home communities. • Metrics for success may include the number of programs created, number of programs with expanded capacity, reduced wait time to receive services, number of youth served and the number of youth successfully completing each program. • Collect client exit data for continuous quality improvement

³ It will be necessary to exclude certified youth placed in juvenile detention pending disposition in adult courts, as part of the JJRA’s “Interest of Justice” requirements, due to extended stays resulting from adult court processes.

As noted above, Missouri is 69,707 square miles and mental health services are inadequate across much of the state. Services are needed to address the comprehensive and complex mental health needs of court-involved or incarcerated juveniles. This is especially true for youth and families with limited means and/or living in rural/underserved areas. With the addition of this program area, we intend to create additional means to procure these services and provide meaningful opportunities to support the creation or expansion of services across both rural and urban areas.

c. Project Design and Implementation

Priority 1: Monitoring for Compliance. Program Area (W)	
Implementation (Activities and Services)	<ul style="list-style-type: none"> DPS will conduct the following: planning and oversight activities consistent with the monitoring of juvenile and adult facilities; providing training and technical assistance, including the development of resource materials, for compliance with the core requirements of the JJDP Act of 2002 and JJRA of 2018; and providing all necessary reports to OJJDP, specifically the annual compliance monitor report.
Priority 2: Racial and Ethnic Disparities	
Implementation (Activities and Services)	<ul style="list-style-type: none"> Develop sites for R/ED improvement projects and provide appropriate training for all staff and professionals involved. Start/maintain committees at R/ED sites and broaden the involvement of additional organizations and agencies in support of efforts to reduce/eliminate R/ED. Collect and conduct statistical analysis of data to drive the implementation of proven, evidence based programs to reduce R/ED for the minority youth populations in Missouri. (See the R/ED Plan.)
Priority 3: Gender-Specific Services (V)	
Implementation (Activities and Services)	<ul style="list-style-type: none"> Enhance existing and support new programs to increase the number of gender-specific services available to adolescent female, non-binary, and trans populations in the Missouri JJ system. Further develop resources and assist service providers in supporting the needs of pregnant girls, young mothers, survivors of commercial sexual exploitation or domestic child sex trafficking, girls with disabilities, and girls of color. Maintain our existing collaboration with statewide partners to continue education and outreach.
Priority 4: Comprehensive Juvenile Justice and Delinquency Prevention (C)	
Implementation	<ul style="list-style-type: none"> Support comprehensive juvenile justice and delinquency prevention model programs that meet the needs of youth in their home communities through

(Activities and Services)	collaborative approaches. Collaborators may include schools, courts, law enforcement agencies, child protection agencies, mental health agencies, welfare services, health care agencies, and private nonprofit agencies offering youth services.
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Priority 5: Community-based Alternatives (A)	
Implementation (Activities and Services)	<ul style="list-style-type: none"> • Local programs that are willing to adopt the Juvenile Detention Alternatives Initiative may apply for funding to implement the model, implement alternatives to detention programs, and/or to expand services that provide alternatives to detention. • Specific programs for implementation include, but are not limited to Home Detention Programs, Day and Evening Reporting Centers, 24-Hour Residential Supervision, and Advocacy and Intensive Case Management Programs.

Priority 6: Addressing Mental Health Needs of Youth in Custody (T)	
Implementation (Activities and Services)	<ul style="list-style-type: none"> • Support agencies in the delivery of beneficial mental health services for system-involved youth, ideally within close proximity of their home communities or out-of-home placement. Collaborators may include juvenile detention centers, courts, child protection agencies, mental health agencies, welfare services, health care agencies, and private nonprofit agencies offering youth services.

The following two Program Areas, while not ranked in priority, are still valued by Missouri, and Missouri commits to the tracking of their implementation as outlined below.

34 USC § 11133 (a) (7) (B)

- i. While services specific to adolescent females have increased there are still gaps for those who are pregnant, young mothers, survivors of commercial sexual exploitation or domestic child sex trafficking, girls with disabilities, girls of color, non-binary youth, and transgender youth. Support is necessary to end cycles of abuse, neglect, self-harm, and juvenile delinquency stemming from these difficult circumstances.
- ii. Programs providing gender specific services will address both the immediate and long-term needs in a collaborative manner with their family to prevent further harm to the youth and the community. For additional information regarding gender-specific services for the prevention and treatment of youth delinquency, please see Priority Area 3.

- iii. In each of the Priority Areas from 3 to 6, there is a focus on providing services for the prevention and treatment of youth delinquency specifically in rural/underserved areas. One of the overarching goals of the JJAG is to ensure rural areas have access to Title II funding in a manner that is equitable with urban areas.
- iv. Priority Areas 3, 5, and 6 support community-based alternatives to detention for status offenders, survivors of commercial sexual exploitation, and others, where appropriate. Currently, youth are screened using the MAYSI-II upon entry to juvenile detention centers, and again upon commitment to the DYS. Additionally, the Combatting Human Trafficking and Domestic Violence Commission was tasked with identifying and responding to human trafficking and domestic violence issues. Missouri worked with the Center for Court Innovation to conduct a system-wide needs assessment. Recommendations included developing education, tools and risk assessments to identify victims.
- v. Wait times for placement in juvenile correctional facilities over the last several years have been minimal as the system had more capacity than youth requiring services. For youth awaiting substance abuse or mental health services, Missouri has included Mental Health Services for Youth in Custody as a priority within this plan. The goal is to reduce wait times for these services.
- vi. No one understands a youth better than the youth and his/her family. In Missouri, youth receiving services from a local juvenile office or from DYS collaborate with their family and case supervisor in the creation of their individualized treatment plan. These plans are “living documents” that change over time with the youth’s needs and are enshrined elements within the juvenile justice system.
- vii. In Missouri, community based alternatives are utilized to respond to the needs of at-risk youth or youth who have come into contact with the juvenile justice system. All youth being

considered for juvenile detention are screened using Missouri's Juvenile Detention Assessment (JDTA). This is a research verified risk/needs assessment tool used to determine the need for detention. Youth not scoring in the detention range are to be released - with alternatives as appropriate.

- viii. Missouri will promote evidence-based and trauma-informed programs and practices.
- ix. Restraints of Known Pregnant Females
 - I. As part of policy and practice, Missouri does not use restraints of known pregnant juveniles housed in secure juvenile detention and correction facilities, during labor, delivery, and post-partum recovery.
 - II. Missouri does not use abdominal restraints, leg and ankle restraints, wrist restraints behind the back, and four-point restraints on known pregnant juveniles, unless credible, reasonable grounds exist to believe the detainee presents an immediate and serious threat of hurting herself, staff, or others; or reasonable grounds exist to believe the detainee presents an immediate and credible risk of escape that cannot be reasonably minimized through any other method;
- x. Every effort is made to ensure procedures established for protecting the rights of recipients of services and for ensuring appropriate privacy with regard to records relating to such services provided to any individual under the state plan are followed.
- xi. Missouri's DSA, the DPS provides that:
 - (A) to the extent practicable give priority in funding to programs and activities that are based on rigorous, systematic, and objective research that is scientifically-based;
 - (B) from time to time, but not less than annually, review its plan and submit to the Administrator an analysis and evaluation of the effectiveness of the programs and activities carried out under

the plan, and any modifications in the plan, including the survey of State and local needs, that it considers necessary;

- xii. Missouri will provide for the coordinated use of funds provided under the award with other Federal and State funds directed at juvenile delinquency prevention and intervention programs;
- xiii. (A) Youth are screened for risk factors associated with mental health and substance abuse using the MAYSI-II upon entry to juvenile detention centers, upon commitment to the DYS, at any time a youth shows signs of needing an evaluation, or upon request. This is a scientifically based screening tool that has long been used statewide.

(B) When risk factors are indicated by the MAYSI-II, staff completing the screening tool will forward those results to their administrator for additional action. Depending on need, a youth may receive an in-depth screening from a medical provider in the facility, in the community, or be transferred to an in-patient mental health facility for acute stabilization prior to the start of long term treatment modalities as recommended by medical professionals.
- xiv. Reentry planning by the State:

(A) Youth receiving services from either the local juvenile office or from DYS will collaborate with their family, case supervisor, and any additional individuals necessary in the creation of their individualized supervision agreement or case plan (juvenile office) or individualized treatment plan (DYS). These plans are “living documents” that change over time with the youth’s needs and are enshrined elements within the juvenile justice system. These treatment plans are created from information provided by the youth, their family, available medical records, court history (including child abuse/neglect matters) and any other information relevant to the youth’s history. Additional treatment plans are created within DYS

residential treatment programs and identify the requirements for a youth to be successfully released into the community.

(B) For juvenile officers, reassessment of the status of the supervision should occur on a continual basis and, at a minimum, each ninety 90 days. DYS treatment plans may be reviewed and revised at any time, but no less than every six months;

- xv. (A) Missouri is working to develop a screening and identifiers for victims of domestic human trafficking, or those at risk of such trafficking, upon intake. The Combatting Human Trafficking and Domestic Violence Commission is a Missouri Supreme Court appointed commission whose mission is to improve the ways courts identify and respond to human trafficking and domestic violence issues. In 2019, funding was received through the State Justice Institute to contract with the Center for Court Innovation to conduct a system-wide needs assessment of the entire Missouri court system, and to develop a strategic plan to enhance the court's responses to human trafficking and domestic violence.

In response to the assessment, the Commission's efforts have been focused on identifying the immediate needs with respect to these issues, assessing how change can be affected, and drafting recommendations based on the same. Recommendations include: continuing work in addressing the 2020 recommendations; addressing challenges; developing education, tools and risk assessments; compile and examine data; and develop pilot projects to enhance court programs. The Data Subcommittee of the Commission has explored potential for developing and implementing an identifier code for instances of trafficking of youth in the juvenile justice system, a priority in the coming year.

(B) Victims of domestic human trafficking, or those at risk of such trafficking should not be placed in detention. Missouri has codified the Federal Trafficking Victims Protection Act of 2000 under [566.223 RSMo](#). It is stated that: "As soon as possible after a first encounter with a

person who reasonably appears to a law enforcement agency to be a victim of trafficking as defined in section [566.200](#), that agency or office shall notify the DSS and, where applicable, juvenile justice authorities that the person may be a victim of trafficking, in order that such agencies may determine whether the person may be eligible for state or federal services, programs, or assistance.” Further, “The DSS may coordinate with relevant state, federal, and local agencies to evaluate appropriate services for victims of trafficking. State agencies may implement programs and enter into contracts with nonprofit agencies, domestic and sexual violence shelters, and other nongovernment organizations to provide services to confirmed victims of trafficking, insofar as funds are available for that purpose. Such services may include, but are not limited to, case management, emergency temporary housing, health care, mental health counseling, alcohol and drug addiction screening and treatment, language interpretation and translation services, English language instruction, job training, and placement assistance.”

34 USC § 11133 (a)(8) Missouri will provide for the coordination and maximum utilization of evidence-based and promising juvenile delinquency programs, programs operated by public and private agencies and organizations, and other related programs (such as education, special education, recreation, health, and welfare programs) in the State.

34 USC § 11133 (a)(9) Missouri will provide that not less than 75 percent of the funds available to the State under [section 11132 of this title](#), other than funds made available to the State advisory group under [section 11132\(d\) of this title](#), whether expended directly by the State, by the unit of local government, or by a combination thereof, or through grants and contracts with public or private nonprofit agencies, shall be used for the following areas⁴, with priority in funding given to entities meeting the criteria for evidence-based or promising programs-

⁴ In this section program areas are NOT in order of priority.

- (A) community-based alternatives (including home-based alternatives) to incarceration and institutionalization including- (i) for status offenders and other youth who need temporary placement: crisis intervention, shelter, and after-care; (ii) for youth who need residential placement: a continuum of foster care or group home alternatives that provide access to a comprehensive array of services; and (iii) for youth who need specialized intensive and comprehensive services that address the unique issues encountered by youth when they become involved with gangs; (C) comprehensive juvenile justice and delinquency prevention programs that meet the needs of youth through the collaboration of the many local systems before which a youth may appear, including schools, courts, law enforcement agencies, child protection agencies, mental health agencies, welfare services, health care agencies, and private nonprofit agencies offering youth services;
- (M) programs that, in recognition of varying degrees of the seriousness of delinquent behavior and the corresponding gradations in the responses of the juvenile justice system in response to that behavior, are designed to- (i) encourage courts to develop and implement a continuum of pre-adjudication and post-adjudication alternatives that bridge the gap between traditional probation and confinement in a correctional setting (including specialized or problem-solving courts, expanded use of probation, mediation, restitution, community service, treatment, home detention, intensive supervision, electronic monitoring, and similar programs, and secure community-based treatment facilities linked to other support services such as health, mental health, education (remedial and special), job training, and recreation); and (ii) assist in the provision of information and technical assistance, including technology transfer, in the design and utilization of risk assessment mechanisms to aid juvenile justice personnel in determining appropriate sanctions for delinquent behavior;

- (T) programs designed to provide mental health or co-occurring disorder services for court-involved or incarcerated juveniles in need of such services, including assessment, development of individualized treatment plans, provision of treatment, and development of discharge plans;
- (V) programs that address the needs of girls in or at risk of entering the juvenile justice system, including pregnant girls, young mothers, survivors of commercial sexual exploitation or domestic child sex trafficking, girls with disabilities, and girls of color, including girls who are members of an Indian Tribe; and
- (W) monitoring for compliance with the core requirements and providing training and technical assistance on the core requirements to secure facilities;
- **Comment: Funding for Priority 2: Racial and Ethnic Disparities will be supported by the remaining percentage of funds rather than through the 75% as allowed in the past.**

34 USC § 11133 (a)(10) Missouri can provide for the development of an adequate research, training, and evaluation capacity within the State. However, Title II funds are not being utilized within the 3-year Plan for this purpose.

34 USC § 11133 (a)(11) Missouri- (A) in accordance with rules issued by the Administrator, Missouri will provide that a juvenile shall not be placed in a secure detention facility or a secure correctional facility, if- (i) the juvenile is charged with or has committed an offense that would not be criminal if committed by an adult, excluding- (I) a juvenile who is charged with or has committed a violation of [section 922\(x\)\(2\) of title 18](#) or of a similar State law; (II) a juvenile who is charged with or has committed a violation of a valid court order issued and reviewed in accordance with paragraph (23); and (III) a juvenile who is held in accordance with the Interstate Compact on Juveniles as enacted by the State; or (ii) the juvenile- (I) is not charged with any offense; and (II)(aa) is an alien; or (bb) is alleged to be dependent, neglected, or abused; and (B) require that- (i) not later than 3 years after December 21, 2018, unless a court finds, after a hearing and in writing,

that it is in the interest of justice, juveniles awaiting trial or other legal process who are treated as adults for purposes of prosecution in criminal court and housed in a secure facility- (I) shall not have sight or sound contact with adult inmates; and (II) except as provided in paragraph (13), may not be held in any jail or lockup for adults; (ii) in determining under clause (i) whether it is in the interest of justice to permit a juvenile to be held in any jail or lockup for adults, or have sight or sound contact with adult inmates, a court shall consider- (I) the age of the juvenile; (II) the physical and mental maturity of the juvenile; (III) the present mental state of the juvenile, including whether the juvenile presents an imminent risk of harm to the juvenile; (IV) the nature and circumstances of the alleged offense; (V) the juvenile's history of prior delinquent acts; (VI) the relative ability of the available adult and juvenile detention facilities to not only meet the specific needs of the juvenile but also to protect the safety of the public as well as other detained youth; and (VII) any other relevant factor; and (iii) if a court determines under clause (i) that it is in the interest of justice to permit a juvenile to be held in any jail or lockup for adults- (I) the court shall hold a hearing not less frequently than once every 30 days, or in the case of a rural jurisdiction, not less frequently than once every 45 days, to review whether it is still in the interest of justice to permit the juvenile to be so held or have such sight or sound contact; and

(II) the juvenile shall not be held in any jail or lockup for adults, or permitted to have sight or sound contact with adult inmates, for more than 180 days, unless the court, in writing, determines there is good cause for an extension or the juvenile expressly waives this limitation;

- **Comments:** See Missouri's Compliance Monitoring Manual for details regarding compliance with Sub-Section A. With regard to Subsection B, please see Missouri's Plan for Implementing the JJRA's "In the Interest of Justice" Requirements submitted with the FY2020 Compliance Report.

34 USC § 11133 (a)(12) Missouri provides that- (A) juveniles alleged to be or found to be delinquent or juveniles within the purview of paragraph (11) will not be detained or confined in any institution in which they have sight or sound contact with adult inmates; and (B) there is in effect in the State a policy that requires individuals who work with both such juveniles and such adult inmates, including in colocated facilities, have been trained and certified to work with juveniles;

- **Comment:** See Missouri's Compliance Monitoring Manual for details regarding compliance with Sub-Sections A and B.

34 USC § 11133 (a)(13) Missouri provides that no juvenile will be detained or confined in any jail or lockup for adults except- as noted in sections (A) and (B) of this portion of the JJDP Act.

- **Comments:** See Missouri's Compliance Monitoring Manual for details regarding compliance with Sub-Section A. With regard to Subsection B (I), youth in Missouri are not placed in adult facilities pending court. Additionally, Missouri DOES NOT utilize the Rural Removal Exception (B)(II). The Conditions of Safety Exception will be utilized if necessary and upon verification of need.

34 USC § 11133 (a)(14) Missouri provides for an effective system of monitoring jails, lock-ups, detention facilities, and correctional facilities to ensure that the core requirements are met, and for annual reporting of the results of such monitoring to the Administrator...

- **Comments:** Missouri has a long history of compliance with the JJDP Act and believes the system of compliance monitoring is effective for monitoring for compliance. See Missouri's Compliance Monitoring Manual for details.

34 USC § 11133 (a)(15) Missouri has implemented policy, practice, and system improvement strategies at the State, territorial, local, and tribal levels, as applicable, to identify and reduce racial and ethnic disparities among youth who come into contact with the juvenile justice system, without establishing or requiring numerical standards or quotas...

- **Comments:** See Missouri's R/ED Manual for details.

34 USC § 11133 (a)(16) Missouri provides assurance that youth in the juvenile justice system are treated equitably on the basis of gender, race, ethnicity, family income, and disability;

- **Comments:** Missouri has antidiscrimination policies in place requiring youth be treated equitably on the basis of gender, race, ethnicity, family income, and disability;

34 USC § 11133 (a)(17) Missouri provides assurance that consideration will be given to, and that assistance will be available for, approaches designed to strengthen the families of delinquent and other youth to prevent juvenile delinquency, including the involvement of grandparents or other extended family members when possible and appropriate and the provision of family counseling during the incarceration of juvenile family members and coordination of family services when appropriate and feasible;

- **Comments:** Missouri strives to reunite youth with their families and utilizes a continuum of services to aid success. Policies are in place to involve incarcerated parents (unless parental rights have been terminated) throughout the process. Additionally, Grandparents have rights in Missouri pursuant to 452.402 and 452.403 RSMo. that allow for involvement with their grandchild(ren).

34 USC § 11133 (a)(18) Missouri has established procedures for protecting the rights of recipients of services and for assuring appropriate privacy with regard to records relating to such services provided to any individual under the State plan;

- **Comments:** Privacy for youth and their families is governed by specific federal law, state statutes, Missouri Supreme Court Rules, Missouri Court Operating Rules, etc. Every effort is made to ensure procedures established for protecting the rights of recipients of services and for ensuring appropriate privacy with regard to records relating to such services provided to any individual under the state plan are followed.

34 USC § 11133 (a)(19) Missouri provide assurances that- (A) any assistance provided under this chapter will not cause the displacement (including a partial displacement, such as a reduction in the hours of nonovertime work, wages, or employment benefits) of any currently employed employee; (B) activities assisted under this chapter will not impair an existing collective bargaining relationship, contract for services, or collective bargaining agreement; and (C) no such activity that would be inconsistent with the terms of a collective bargaining agreement shall be undertaken without the written concurrence of the labor organization involved;

34 USC § 11133 (a)(20) Missouri provides for such fiscal control and fund accounting procedures necessary to assure prudent use, proper disbursement, and accurate accounting of funds received under this subchapter;

34 USC § 11133 (a)(21) Missouri provides reasonable assurance that Federal funds made available under this part for any period will be so used as to supplement and increase (but not supplant) the level of the State, local, tribal, and other non-Federal funds that would in the absence of such Federal funds be made available for the programs described in this part, and will in no event replace such State, local, tribal, and other non-Federal funds;

34 USC § 11133 (a)(22) Missouri provides that the State agency designated under paragraph (1) will- (A) to the extent practicable give priority in funding to programs and activities that are based on rigorous, systematic, and objective research that is scientifically based; (B) from time to time, but not less than annually, review its plan and submit to the Administrator an analysis and evaluation of the effectiveness of the programs and activities carried out under the plan, and any modifications in the plan, including the survey of State and local needs, that it considers necessary; and (C) not expend funds to carry out a program if the recipient of funds who carried out such program during the preceding 2-year period fails to demonstrate, before the expiration of such 2-

year period, that such program achieved substantial success in achieving the goals specified in the application submitted by such recipient to the State agency;

34 USC § 11133 (a)(23) Missouri provides that if a juvenile is taken into custody for violating a valid court order issued for committing a status offense that requirements set forth in (A-D) will be met.

- **Comments:** Missouri monitors 100% of cases reported as Valid Court Order Exceptions for compliance with the term sets forth in the JJRA of 2018. See the Missouri Compliance Monitoring Manual for details concerning the process for monitoring the Valid Court Order Exception.

34 USC § 11133 (a)(24) Missouri provides an assurance that if the State receives under [section 11132 of this title](#) for any fiscal year an amount that exceeds 105 percent of the amount the State received under such section for fiscal year 2000, all of such excess shall be expended through or for programs that are part of a comprehensive and coordinated community system of services;

34 USC § 11133 (a)(25) Missouri specifies that zero (0) percent of funds received by the State under [section 11132 of this title](#) (other than funds made available to the State advisory group under [section 11132\(d\) of this title](#)) will be used to reduce the caseload of probation officers within such units;

34 USC § 11133 (a)(26) Missouri provides that the State, to the maximum extent practicable, and in accordance with confidentiality concerns, will implement a system to ensure that if a juvenile is before a court in the juvenile justice system, public child welfare records (including child protective services records) relating to such juvenile that are on file in the geographical area under the jurisdiction of such court will be made known to such court,

- **Comments:** Pursuant to 210.865 RSMo: *“The juvenile divisions of the circuit courts and the departments of social services, mental health, elementary and secondary education and health shall share information regarding individual children who have come into contact with, or been*

provided services by, the courts and such departments. The state courts administrator and the departments of social services, mental health, elementary and secondary education and health shall coordinate their information systems to allow for sharing of information regarding and tracking of individual children by the juvenile divisions of the circuit courts, the departments of social services, mental health, elementary and secondary education, and health, and school districts. All information received by a court, any department or any school district pursuant to this section shall remain subject to the same confidentiality requirements as are imposed on the department that originally collected the information...

34 USC § 11133 (a)(27) Missouri provides assurances that juvenile offenders whose placement is funded through [section 672 of title 42](#) receive the protections specified in [section 671 of title 42](#), including a case plan and case plan review as defined in [section 675 of title 42](#);

34 USC § 11133 (a)(28) Missouri provides for the coordinated use of funds provided under this subchapter with other Federal and State funds directed at juvenile delinquency prevention and intervention programs;

34 USC § 11133 (a)(29) Describe the policies, procedures, and training in effect for the staff of juvenile State correctional facilities to eliminate the use of dangerous practices, unreasonable restraints, and unreasonable isolation, including by developing effective behavior management techniques;

- **Comments:** Staff within the State’s juvenile correctional facilities (DYS) receive considerable training in de-escalation, such as CPI, to avoid the need to restrain youth. In cases where it is unavoidable, a restraint lasts only long enough for the youth to calm down. After-action reports are forwarded to supervisors for review and to determine if the restraint was necessary and appropriate. In addition, isolation is no long utilized within DYS facilities.

34 USC § 11133 (a)(30) Describe- (A) the evidence-based methods that will be used to conduct mental health and substance abuse screening, assessment, referral, and treatment for juveniles who- (i) request a screening; (ii) show signs of needing a screening; or (iii) are held for a period of more than 24 hours in a secure facility that provides for an initial screening; and (B) how the State will

seek, to the extent practicable, to provide or arrange for mental health and substance abuse disorder treatment for juveniles determined to be in need of such treatment;

- **Comments:** (A) Youth are screened for risk factors associated with mental health and substance abuse using the MAYSI-II upon entry to juvenile detention centers, upon commitment to the DYS, at any time a youth shows signs of needing an evaluation, or upon request. This is a scientifically based screening tool that has long been used statewide.

(B) When risk factors are indicated by the MAYSI-II, staff completing the screening tool will forward those results to their administrator for additional action. Depending on need, a youth may receive an in-depth screening from a medical provider in the facility, in the community, or be transferred to an in-patient mental health facility for acute stabilization prior to the start of long term treatment modalities as recommended by medical professionals.

34 USC § 11133 (a)(31) Describe how reentry planning by the State for juveniles will include- (A) a written case plan based on an assessment of needs that includes- (i) the pre-release and post-release plans for the juveniles; (ii) the living arrangement to which the juveniles are to be discharged; and (iii) any other plans developed for the juveniles based on an individualized assessment; and (B) review processes;

- **Comments:** (A) Youth receiving services from either the local juvenile office or from DYS will collaborate with their family, case supervisor, and any additional individuals necessary in the creation of their individualized supervision agreement or case plan (juvenile office) or individualized treatment plan (DYS). These plans are “living documents” that change over time with the youth’s needs and are enshrined elements within the juvenile justice system. These treatment plans are created from information provided by the youth, their family, available medical records, court history (including child abuse/neglect matters) and any other information relevant to the youth’s history. Additional treatment plans are created within DYS residential

treatment programs and identify the requirements for a youth to be successfully released into the community.

(B) For juvenile officers, reassessment of the status of the supervision should occur on a continual basis and, at a minimum, each ninety 90 days. DYS treatment plans may be reviewed and revised at any time, but no less than every six months;

34 USC § 11133 (a)(32) Missouri provides an assurance that the agency of the State receiving funds under this subchapter collaborates with the State educational agency receiving assistance under part A of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6311 et seq.) to develop and implement a plan to ensure that, in order to support educational progress-

(A) the student records of adjudicated juveniles, including electronic records if available, are transferred in a timely manner from the educational program in the juvenile detention or secure treatment facility to the educational or training program into which the juveniles will enroll; (B) the credits of adjudicated juveniles are transferred; and (C) adjudicated juveniles receive full or partial credit toward high school graduation for secondary school coursework satisfactorily completed before and during the period of time during which the juveniles are held in custody, regardless of the local educational agency or entity from which the credits were earned; and

34 USC § 11133 (a)(33) Describe policies and procedures to-

(A) screen for, identify, and document in records of the State the identification of victims of domestic human trafficking, or those at risk of such trafficking, upon intake; and (B) divert youth described in subparagraph (A) to appropriate programs or services, to the extent practicable.

- **Comments:** Missouri is working to develop a screening and identifiers for victims of domestic human trafficking, or those at risk of such trafficking, upon intake. The Combatting Human Trafficking and Domestic Violence Commission is a Missouri Supreme Court appointed commission whose mission is to improve the ways courts identify and respond to human

trafficking and domestic violence issues. In 2019, funding was received through the State Justice Institute to contract with the Center for Court Innovation to conduct a system-wide needs assessment of the entire Missouri court system, and to develop a strategic plan to enhance the court's responses to human trafficking and domestic violence.

In response to the assessment, and upon receiving approval from the Missouri Supreme Court to continue its mission, the Commission's efforts have been focused on identifying the immediate needs within the courts with respect to these issues, assessing how change can be affected at state and local levels, and drafting recommendations based on the same. Recommendations include: continuing work in addressing the 2020 recommendations as well as addressing challenges, developing education, tools and risk assessments, compile and examine data, as well as develop pilot projects and enhance court programs. The Data subcommittee of the Commission has explored potential for developing and implementing an identifier code for instances of trafficking of youth in the juvenile justice system, and would like to make developing an identifier a priority in the coming year.

Victims of domestic human trafficking, or those at risk of such trafficking should not be placed in detention. Missouri has codified the Federal Trafficking Victims Protection Act of 2000 under 566.223 RSMo. It is stated that: "As soon as possible after a first encounter with a person who reasonably appears to a law enforcement agency to be a victim of trafficking as defined in section 566.200, that agency or office shall notify the DSS and, where applicable, juvenile justice authorities that the person may be a victim of trafficking, in order that such agencies may determine whether the person may be eligible for state or federal services, programs, or assistance." Further, "The DSS may coordinate with relevant state, federal, and local agencies to evaluate appropriate services for victims of trafficking. State agencies may implement programs and enter into contracts with nonprofit agencies, domestic and sexual

violence shelters, and other nongovernment organizations to provide services to confirmed victims of trafficking, insofar as funds are available for that purpose. Such services may include, but are not limited to, case management, emergency temporary housing, health care, mental health counseling, alcohol and drug addiction screening and treatment, language interpretation and translation services, English language instruction, job training, and placement assistance.”

Consultation and participation of units of local government

The JJAG and the DPS value the collaborative relationships with a multitude of non-justice system agencies and other stakeholders that have a vested interest in developing, enhancing and maintaining Missouri’s juvenile justice efforts. Complete descriptions and functions of those collaborative partners can be found in Appendix A: Juvenile Justice Stakeholders and Partners. Activities include participation in regular inter-agency meetings designed to share information, network and identify opportunities to enhance or expand juvenile justice work and explore innovative ideas to prevent duplication of services and leverage funds among parties;

Collecting and sharing juvenile justice information

In 1995, 210.865 RSMo was signed into law mandating the sharing of juvenile related information between specific State agencies. This law states:

“The juvenile divisions of the circuit courts and the departments of social services, mental health, elementary and secondary education and health shall share information regarding individual children who have come into contact with, or been provided services by, the courts and such departments. The state courts administrator and the departments of social services, mental health, elementary and secondary education and health shall coordinate their information systems to allow for sharing of information regarding and tracking of individual children by the juvenile divisions of the circuit courts, the departments of social services, mental health, elementary and secondary education, and health, and school districts. All information received by a court, any department or any school district pursuant to this section shall remain subject to the same confidentiality requirements as are imposed on the department that originally collected the information...”

• **Gathering juvenile justice information and data across state agencies**

The Missouri Juvenile Justice Information System (MOJIS) was created to bring the juvenile divisions of the circuit courts and the named departments into compliance with this law. Through the program, agencies that work with juveniles are able to ensure:

- The level services are appropriately coordinated and sequential;
- Marginally, or unsuccessful interventions and/or services are not unintentionally repeated;
- Youth receive appropriate services in the most efficient and effective manner possible;
- The safety of youth receiving services from the participating agencies is maintained;
- Community safety is maintained; and
- Conflicting demands that may be placed upon families receiving services can be avoided.

In August 2002, the Memorandum of Understanding (MOU) established that OSCA, DSS Children's Division and DYS, the DMH, and the Department of Health and Senior Services shared access and administration of the MOJIS.

• **Barriers to Information Sharing**

Barriers to information sharing are minimal. While the Juvenile Crime Bill requires the sharing of juvenile information between specific state agencies it does not specifically include law enforcement agencies within the requirement to share records. However, law enforcement records of children must be forwarded to the local juvenile officer who, pursuant to 211.321.2 (1) RSMo. is authorized "To provide information to or discuss matters concerning the child, the violation of law or the case with the victim, witnesses, officials at the child's school, law enforcement officials, prosecuting attorneys, any person or agency having or proposed to have legal or actual care, custody or control of the child, or any person or agency providing or proposed to provide treatment of the child." Records can also be released "by order of the court to persons having a legitimate interest therein..." Additionally, it is noted at 211.321.4 RSMo. That "Nothing in this section shall be construed to prevent the release of information and data to persons or organizations authorized by law to compile statistics relating to juveniles."

Plans for Compliance (see the Compliance and R/ED Plans)

Missouri is submitting their Plan for Compliance Monitoring (*comprehensive Compliance Monitoring Policies and Procedures Manual*), Compliance Monitoring Universe, and Compliance Plans and Resources Certification into the OJJDP Compliance Monitoring Tool. Also included within the documents uploaded to the CMT is Missouri's plan for implementing the new "Interest of Justice" requirement at 34 U.S.C. § 11133(a)(11)(B), and for monitoring for, and reporting data to demonstrate, compliance with this core requirement.

Compliance data for the period from October 1, 2019, to September 30, 2020 (along with supporting documentation), the Training Policy Certification, the Compliance Monitoring Data Certification, and RED plan with supporting data will be submitted electronically [to OJJDP's online Compliance Monitoring Tool](#). Missouri does NOT utilize the Rural Removal Exception.

d. Plan for Collecting the Data Required for This Solicitation's Performance Measures

Missouri will submit regular performance data that demonstrate the results of the work carried out under the award. The performance data will directly relate to the goals, objectives, and deliverables identified under "Goals, Objectives, and Deliverables."